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Parliamentary and Ministerial Salaries

The basic salary of Members of Parliament has been increased from £9,450 to £11,750 from June 1980 and will rise to £13,150 in June 1981. Increases in the salaries of ministers and certain other office holders and in peers' expenses allowance have also been made.

The increases in the salaries of MPs, ministers and certain other office holders were agreed in the House of Commons on 21 July (*Hansard*, Vol 989, No 218, cols 161-203). They constitute the second and third stages of a salary increase agreed in July 1979 (see pp 175-6, 1979), when the House of Commons accepted the recommendations on parliamentary and ministerial salaries made by the Review Body on Top Salaries, while agreeing that the increases should be implemented in three stages: in June 1979, 1980 and 1981. In its most recent report,[1] which was concerned with updating the second stage of the pay increases, the Review Body recommended an increase of 14·6 per cent on the second stage for MPs and ministers. However, in keeping with its policies aimed at reducing inflation, the Government proposed that increases on both second and third stage payments of 9·6 per cent for MPs and ministers and 5 per cent for Cabinet Ministers and the Attorney General should be accepted (see *Hansard*, 7.7.80, Vol 988, No 207, cols 29-46). This was agreed in the House of Commons on 21 July. The increases in peers' expenses allowance agreed in the House of Lords on 22 July (*Hansard* (*HL*), Vol 412, No 170, cols 201-6) are those recommended by the Review Body.

Members of Parliament

With the implementation of the second stage of the pay increase, the basic annual salary of MPs will rise from £9,450 to £11,750, payable from June 1980, with a further increase to £13,150 in June 1981 when the third and final stage is implemented.

The secretarial allowance payable to members has been increased from £6,750 to £8,000. This and other allowances for which MPs are eligible were agreed in the House of Commons on 7 August (*Hansard*, Vol 990, No 229, cols 805-10).

Ministers and Other Office Holders

The new salaries of ministers and certain other office holders are as follows.

	1980 £	*1981* £
Prime Minister Lord Chancellor Cabinet Ministers	23,500	26,250
Ministers in charge of a department but outside the Cabinet Ministers of State	16,250-19,300	18,650-21,900
Parliamentary Secretaries and Under-Secretaries of State	12,500	14,250
Attorney General	25,050	27,850
Leader of the Opposition in the House of Commons	20,950	24,100
Leader of the Opposition in the House of Lords	11,900	14,250
The Speaker of the House of Commons	24,500	27,500

Parliamentary Salary

In addition, ministers and office holders in the House of Commons receive a parliamentary salary in recognition of their constituency responsibilities as distinct from their ministerial or other responsibilities. This has risen from £5,650 to £6,930 with the second stage of the increase, and will rise to £7,670 in June 1981.

Peers' Expenses

From July 1980 the following maximum daily rates may be claimed by peers for expenses incurred in attending the House of Lords: up to £11 for each day of attendance to cover day subsistence and incidental travel; up to £23 for overnight subsistence for peers who have to use overnight accommodation away from their usual residence; and up to £10 a day for general office expenses or for secretarial or research assistance. Members receiving a ministerial salary and the Chairman and Principal Deputy Chairman of Committees may claim an allowance for secretarial assistance up to an annual maximum of £1,175. In addition, peers receive reimbursement for travelling expenses.

[1] *Review Body on Top Salaries. Report No 15. Ministers of the Crown and Members of Parliament and the Peers' Expenses Allowance.* Cmnd 7953. HMSO, £1·25. ISBN 0 10 179530 0.

Recent Legislation

The public Acts of Parliament passed between May and the beginning of August when the summer adjournment started are listed below. Five Acts were introduced by private members; these are indicated by an asterisk.

Appropriation Act 1980. Prescribes how expenditure is to be appropriated in order to finance specified public services. Royal Assent: 8.8.80. Ch 54, ISBN 0 10 545480 X, HMSO, £3·90.

British Aerospace Act 1980 (see pp 380-2,1979). Royal Assent: 1.5.80. Ch 26, ISBN 0 10 542680 6, HMSO, £1·50.

Coal Industry Act 1980 (see pp 222-3). Royal Assent: 8.8.80. Ch 50, ISBN 0 10 545080 4, HMSO, £1·10.

Companies Act 1980 (see pp 341-3, 1979). Royal Assent: 1.5.80. Ch 22, ISBN 0 10 542280 0, HMSO, £4·50.

**Concessionary Travel for Handicapped Persons (Scotland) Act 1980.* Enables local authorities in Scotland to provide concessionary travel schemes for handicapped people. Royal Assent: 23.5.80. Ch 29, ISBN 0 10 542980 5, HMSO, 20p.

Consular Fees Act 1980. Re-enacts with some amendments those sections of the Consular Salaries and Fees Act 1891 relating to consular fees. Royal Assent: 1.5.80. Ch 23, ISBN 0 10 542380 7, HMSO, 20p.

Criminal Appeal (Northern Ireland) Act 1980. Consolidates the Criminal Appeal (Northern Ireland) Act 1968 and related enactments. Royal Assent: 1.8.80. Ch 47, ISBN 0 10 544780 3, HMSO, £2·70.

Coroners Act 1980. Abolishes the obligation of coroners in England and Wales to view the bodies on which they hold inquests; makes fresh provision for inquests to be held in districts other than that in which the body lies; and confers new powers for the exhumation of bodies. Royal Assent: 17.7.80. Ch 38, ISBN 0 10 543880 4, HMSO, 75p.

**Deer Act 1980.* Designed to prevent the poaching of deer and to control the sale and purchase of venison. Royal Assent: 8.8.80. Ch 49, ISBN 0 10 544980 6, HMSO, £1·40.

Education (Scotland) Act 1980. Consolidates certain enactments relating to education in Scotland with amendments giving effect to the recommendations of the Scottish Law Commission. Royal Assent: 1.8.80. Ch 44, ISBN 0 10 544480 4, HMSO, £5·20.

Employment Act 1980 (see pp 21-3). Royal Assent: 1.8.80. Ch 42, ISBN 0 10 544280 1, HMSO, £2·40.

Films Act 1980. Amends the enactments relating to the financing and exhibition of films. Royal Assent: 17.7.80. Ch 41, ISBN 0 10 544180 5, HMSO, £1·25.

Finance Act 1980. Gives effect to the Budget proposals (see pp 112-23). Royal Assent: 1.8.80. Ch 48, ISBN 0 10 544880 X, HMSO, £6·80.

Gas Act 1980. Relieves the British Gas Corporation of any obligation to supply consumers with more than 25,000 therms of gas a year and so withdraws a concession for some pre-1976 large commercial and industrial customers to receive higher supplies as a matter of right. Royal Assent: 30.6.80. Ch 37, ISBN 0 10 543780 8, HMSO, 20p.

Health Services Act 1980. Makes further provision for private health care facilities in National Health Services hospitals, abolishes the Health Services Board, allows for the simplification of the administration of the Service and enables health authorities to take part in voluntary fund-raising activities. Royal Assent: 8.8.80. Ch 53, ISBN 0 10 545380 3, HMSO, £3·90.

Housing Act 1980 (see pp 56-8). Royal Assent: 8.8.80. Ch 51, ISBN 0 10 545180 0, HMSO, £6·90.

**Import of Live Fish Act 1980.* Restricts the import, keeping or release of species of live fish, or their live eggs, which are not native to England and Wales and which might displace, prey on or harm the habitat of other freshwater fish, shellfish or salmon. Royal Assent: 15.5.80. Ch 27, ISBN 0 10 542780 2, HMSO, 50p.

Industry Act 1980 (see pp 339-40, 1979). Royal Assent: 30.6.80. Ch 33, ISBN 0 10 543380 2, HMSO, £1·75.

Insurance Companies Act 1980. Extends the Insurance Companies Act 1974 to Northern Ireland and amends that Act in relation to the functions of the Industrial Assurance Commissioners. Royal Assent: 1.5.80. Ch 25, ISBN 0 10 542580 X, HMSO, £1·75.

Iran (Temporary Powers) Act 1980 (see p 152). Royal Assent: 15.5.80. Ch 28, ISBN 0 10 542880 9, HMSO, 50p.

**Licensing (Amendment) Act 1980.* Amends the Licensing Act 1964 in relation to special hours certificates and the extension of existing on-licences to additional types of liquor. Royal Assent: 17.7.80. Ch 40, ISBN 0 10 544080 9, HMSO, 50p.

**Licensed Premises (Exclusion of Certain Persons) Act 1980.* Empowers the courts to make orders excluding certain categories of convicted persons from licensed premises. Royal Assent: 30.6.80. Ch 32, ISBN 0 10 543280 6, HMSO, 50p.

Limitation Amendment Act 1980. Amends the law relating to the limitation of actions and arbitrations and to the liability of debtors who become their creditors' executors by representation or administration. Royal Assent: 1.5.80. Ch 24, ISBN 0 10 542480 3, HMSO, £1·25.

Magistrates' Courts Act 1980. Consolidates certain enactments relating to the jurisdiction of, and practice and procedure before, magistrates' courts and the functions of justices' clerks and related matters. Royal Assent: 1.8.80. Ch 43, ISBN 0 10 544380 8, HMSO, £5·60.

New Towns Act 1980. Increases the limit on borrowing by development corporations and the

Commission for New Towns. Royal Assent: 30.6.80. Ch 36, ISBN 0 10 543680 1, HMSO, 20p.

Port of London (Financial Assistance) Act 1980. Provides financial assistance for measures taken by the Port of London Authority to restore the profitability of their undertaking by reducing the number of their employees. Royal Assent: 30.6.80. Ch 31, ISBN 0 10 543180 X, HMSO, 20p.

Sea Fish Industry Act 1980. Enables the White Fish Authority to impose a levy on white fish and white fish products trans-shipped within British fishery limits. Royal Assent: 30.6.80. Ch 35, ISBN 0 10 543580 5, HMSO, 20p.

Social Security Act 1980. Links increases in pensions and other long-term benefits to rises in prices; reforms the supplementary benefits scheme, establishing a new Social Security Advisory Committee (see pp 393-4, 1979); and gives powers to extend equal treatment to men and women in social security. Royal Assent: 23.5.80. Ch 30, ISBN 0 10 543080 3, HMSO, £3.

Social Security (No 2) Act 1980. Amends the law relating to social security so as to reduce or abolish certain benefits and to relax or abolish the obligation to increase some benefits by prescribed amounts (see pp 137-41). Royal Assent: 17.7.80. Ch 39, ISBN 0 10 543980 0, HMSO, £1·25.

Solicitors (Scotland) Act 1980. Consolidates certain enactments relating to solicitors and notaries public in Scotland. Royal Assent: 1.8.80. Ch 46, ISBN 0 10 544680 7, HMSO, £3·40.

Tenants' Rights Etc. (Scotland) Act 1980 (see pp 58-9). Royal Assent: 8.8.80. Ch 52, ISBN 0 10 545280 7, HMSO, £4·15.

Transport Act 1980 (see pp 383-5, 1979). Royal Assent: 30.6.80. Ch 34, ISBN 0 10 543480 9, HMSO, £3·25.

Water (Scotland) Act 1980. Consolidates the enactments relating to water in Scotland. Royal Assent: 1.8.80. Ch 45, ISBN 0 10 544580 0, HMSO, £5·30.

Nuclear Non-Proliferation

Britain's full support for the 1968 Treaty on the Non-Proliferation of Nuclear Weapons has been emphasised at the recent conference to review the Treaty's operation. One of the three depositary powers for the Treaty (the others are the United States and the Soviet Union), Britain has always regarded it as fundamental to international efforts to prevent the spread of nuclear weapons.

The review conference, which met in Geneva from 11 August to 7 September, failed to reach agreement on a final declaration regarding its discussions. While regretting this, the British Government believes that there is no disagreement over the value of the Treaty and informed the conference that Britain would continue to uphold the Treaty in a constructive manner. In particular it would continue to support fully the safeguards regime operated by the International Atomic Energy Agency and the Agency's recently established Committee on Assurances of Supply (for details, see below). Britain would also continue to negotiate for effective measures relating to nuclear disarmament, including a comprehensive test ban treaty.

The Non-Proliferation Treaty

To reduce the danger of nuclear war, the Treaty, which entered into force in 1970, aims to prevent the proliferation of nuclear weapons beyond the existing nuclear powers. The Treaty, now the most important international arms control instrument, has 115 parties, including nine new accessions in the last 18 months. A number of states, however, including two nuclear-weapon states, France and the People's Republic of China, and others with well-developed nuclear capabilities remain outside the Treaty.[1]

The Non-Proliferation Treaty is designed to prevent the spread of nuclear weapons and contains a balance of obligations. Nuclear-weapon states undertake not to transfer nuclear explosive devices to non-nuclear-weapon states, which in turn undertake not to receive or develop them. The Treaty's terms include the provision that non-nuclear-weapon states will accept safeguards on their peaceful nuclear activities. These safeguards, in the form of arrangements negotiated with and supervised by the International Atomic Energy Agency, are intended to ensure that fissile material is not diverted to the development of nuclear weapons. The Treaty also provides for the promotion of the peaceful uses of nuclear energy to the maximum extent consistent with its main purposes, and for the nuclear-weapon states to assist the peaceful nuclear programmes of non-nuclear-weapon states, especially those of the developing countries. Finally, the nuclear-weapon states undertake to negotiate in good faith on effective measures to halt the nuclear arms race and to bring about nuclear disarmament.

The first review conference took place in Geneva in 1975.

BRITAIN'S VIEWS

In his speech to the review conference, Mr Douglas Hurd, Minister of State at the Foreign and Commonwealth Office, said that the positive aspects of the Treaty were fundamental, had proved their value, and, he believed, explained why the Treaty continued to attract new adherents. Twenty-one states had become parties since the first review conference, and the Treaty had become the most widely supported multilateral arms control treaty. There had been severe disappointments too, however. In particular, there was concern about the best way to foster the peaceful uses of nuclear energy, and great anxiety about the lack of progress towards controlling and reversing the nuclear arms race.

Peaceful Uses of Nuclear Energy

The rise in oil prices, which had made nuclear power programmes more attractive and economical, had coincided, said Mr Hurd, with arguments heard in many industrialised countries against nuclear power and with concern about the use of sensitive materials, equipment and technology. The absence of universal support for the Non-Proliferation Treaty had heightened these anxieties.

Nuclear Suppliers' Group Guidelines

One development which had attracted some criticism was the set of guidelines of the Nuclear Suppliers' Group, which represented the common policy on nuclear exports adopted and published

[1]France has declared that it will not act against the Treaty's aims, and will behave in the same way as the nuclear-weapon states adhering to the Treaty.

by 15 of the leading supplier nations.[1] Their principal purpose was to introduce predictability and reduce competition between suppliers on safeguards requirements, 'a form of competition which was liable to damage the non-proliferation regime and the interests of parties to this Treaty'. The guidelines, Mr Hurd stressed, did not inhibit normal competition relating to the commercial conditions for the supply of nuclear materials, equipment and technology. They were not monopolistic in spirit, nor discriminatory. They applied as much to transactions between members of the Nuclear Suppliers' Group as to those with other recipients.

An important impetus to agreement on the guidelines had been the widespread anxiety in many countries, including Britain, over some states' continued abstention from the Treaty and over the fact that one of them had exploded a nuclear device.[2] This had led to a serious breakdown of international confidence on nuclear matters by the late 1970s, and one of the most important tasks for the review conference was to help to rebuild that confidence, aiming for a wide international consensus on nuclear trade which could subsume more limited understandings.

International Fuel Cycle Evaluation

The international community had, said Mr Hurd, taken an important preliminary step in this process through the International Fuel Cycle Evaluation, a comprehensive study of the whole nuclear fuel cycle by experts from many countries. The study had been completed in February 1980 and had reached a remarkably wide measure of agreement on the complex technical problems which underlay some of the political problems being considered at the conference. It had also fostered a spirit of co-operation in the nuclear world to be preserved and built on.

International Atomic Energy Agency Safeguards

In June 1980 the International Atomic Energy Agency's Board of Governors decided to set up a committee open to all member states to consider and advise the Board on the linked issues of assurance of supply and acceptable non-proliferation conditions. In Britain's view, said Mr Hurd, the committee's work had to proceed from a recognition of the very close relationship between the acceptance of Agency safeguards and the availability of nuclear material, equipment and technology. Britain believed that the Agency, with its long and fruitful experience, was well qualified to tackle this nexus of problems, and welcomed the decision to create the committee. It hoped that the conference would also welcome the committee's establishment and encourage all parties to the Treaty to make a full contribution to its work.

Britain also hoped that all parties would be able to affirm their strong support for the Agency's safeguard activities. 'I am sure', said Mr Hurd, 'it is the experience of countries represented at this conference that full-scope safeguards respect the sovereign rights of states, do not hamper their economic or technological development and contribute significantly to the maintenance of confidence between states. I believe that the conference should state these facts clearly. . . . [and] should also stress firmly the desirability of full-scope safeguards being applied in all non-nuclear-weapon states. Their universal application would greatly facilitate the use of nuclear energy for peaceful purposes.'

Britain had taken a number of very specific steps to support the Agency's safeguard activities. In bringing all its civil nuclear activities under Agency safeguards, for example, it had helped to make the Treaty more widely acceptable by minimising the difference between the safeguards' obligations of nuclear-weapon states and non-nuclear-weapon states. In the future this decision would also help the Agency to gain valuable practical experience in the application of safeguards to some particularly advanced types of facility. As a separate initiative, Britain was setting aside £500,000 for each of the three years 1980, 1981 and 1982 to help the Agency to improve the technical efficiency of its safeguards procedures.

Mr Hurd emphasised that Britain also played a full part in supporting the Agency's promotional activities for nuclear energy, particularly in developing countries. It had always paid its full contribution to the Agency's general fund for technical assistance, and had joined in the consensus reached at the June meeting of the Board of Governors that the target should be $13 million in 1981, well over double the $6 million in 1977. The British Governor would be authorised to join a consensus at the Board's September meeting on indicative planning figures of $16 million for 1982 and $19 million for 1983.

In line with the recommendations of the 1975 review conference, Britain had for some years been making an extra amount available for the provision of Agency fellowships specifically for the benefit of nationals of parties to the Non-Proliferation Treaty. Over the next four years it would provide $1 million for technical assistance through the Agency to parties to the Treaty. This money would be additional to the British contribution to the Agency's general fund, and would be specifically designed to help developing Treaty parties by supporting projects that could not otherwise be funded. The money should help to provide experts and equipment for a wide range of projects concerning the application of nuclear technology to medicine and agriculture, nuclear safety and the development of facilities for the study of nuclear sciences in Treaty countries.

Mr Hurd hoped that Britain's constructive action would encourage the conference to adopt a forward-looking attitude to the peaceful uses of nuclear energy, with the aim of a new consensus between supplier and recipient countries. More and more countries wanted to promote and develop nuclear power for peaceful purposes. Britain supported them in this, but, to be stable

[1]The Group is made up of Belgium, Britain, Canada, Czechoslovakia, France, the German Democratic Republic, the Federal Republic of Germany, Italy, Japan, the Netherlands, Poland, the Soviet Union, Sweden, Switzerland and the United States. The guidelines were published in 1978.

[2]In 1974 India announced that it had carried out a 'peaceful nuclear explosion experiment' underground.

and predictable, the process had to be linked to the maintenance, extension and improvement of the Agency's safeguards system.

Disarmament

Turning to 'the most pressing of all our problems, the search for enhanced security through arms control and disarmament', Mr Hurd explained that the Non-Proliferation Treaty related the containment of nuclear proliferation to three closely related goals: an end to the nuclear arms race, nuclear disarmament, and a general and complete disarmament under strict and effective international control. Progress had unfortunately, however, proved extremely difficult because of continued international tensions, which, he said, 'are very real, . . . have recently increased, and. . . . place great obstacles in the way of effective arms control agreements'.

In these circumstances the British Government was convinced that the security of Britain and its allies continued 'to depend very significantly upon the deterrent effect of nuclear weapons inasmuch as they are an established part of the military balance which preserves the peace in Europe despite the differences between East and West'. Over the years, Britain and its allies had worked with conviction and vigour to change these circumstances for the better. It was 'deeply disappointing' that the efforts had not been more successful, but Britain remained committed both to seeking a genuine relaxation of tensions and to parallel progress on arms control.

The Treaty had already played an important role in promoting progress on arms control, however, said Mr Hurd. Immediately after its signature the process of negotiating restraints on the nuclear arms race had begun in earnest with the first Strategic Arms Limitation Talks (SALT I). They had quickly produced the Anti-Ballistic Missile Treaty and the Interim Agreement on Strategic Offensive Arms. The negotiation of SALT II had been more protracted but Britain supported the new treaty (see p 187, 1979), which was far more ambitious than the Interim Agreement, and continued to believe that it should be ratified as soon as feasible. It also backed the arms control offer, made by the United States with the support of the North Atlantic Alliance, in connection with the limitation of theatre nuclear forces (see pp 10-14); and welcomed the steps being taken, as a result of the offer, to start talks on this important subject.

On the subject of nuclear tests, Mr Hurd said that separate negotiations in progress between the Non-Proliferation Treaty's depositary powers for a comprehensive ban represented a determined effort to reach agreement on a long-standing arms control objective. Substantial advances had been made, although a number of questions remained to be settled. The measure was complex and required careful and concise negotiation. Britain wished to see the successful resolution of the remaining problems.

There had also been significant progress on security assurances to non-nuclear-weapon states. All the depositary powers had given a positive assurance to these states at the time of the Treaty's signature, and in 1978 during the United Nations Special Session on Disarmament (see pp 201-4 and 286-8, 1978) all nuclear-weapon states had given assurances to these states about their security from nuclear attack. Britain's assurance, which Mr Hurd reaffirmed, had been deliberately phrased to support the Non-Proliferation Treaty, and was in force for all non-nuclear-weapon states that were parties to it.

Further efforts to control the nuclear arms race had to be pursued and intensified. The achievements and initiatives of the last ten years constituted the only foundations on which to build mutual limitations of a more far-reaching kind. There was also the parallel need to control other types of weapons – biological, chemical, radiological and conventional. 'In all these areas', said Mr Hurd, 'there is a need to uphold existing agreements, to bring existing talks to a successful conclusion or to start fresh discussions. In all these areas we need balanced and verifiable agreements, for nothing else will endure.'

Conclusion

In conclusion Mr Hurd spoke of 'the very substantial benefits' which the Non-Proliferation Treaty provides. 'It offers the best framework we have for harnessing nuclear power to the tremendous task of meeting the world's energy needs. It requires the encouragement and promotion of nuclear energy for peaceful purposes, and it involves the acceptance of International Atomic Energy Agency safeguards without which these aims could not possibly be realised. Without the Treaty there would be disastrous implications for the exploitation of nuclear energy for peaceful purposes.

'But chief among the Treaty's benefits is the contribution it makes to the security of all states. The non-nuclear-weapon state parties have renounced the acquisition of nuclear weapons. Each of these states benefits from the renunciation made by all the other states. . . . [and] from the fact that the Treaty has created an international climate hostile to proliferation, a climate which has favourably influenced the attitudes and actions even of non-parties. Finally, each Treaty party benefits from the commitment of the Treaty's three nuclear-weapon state parties to work towards their own nuclear disarmament. This goal is proving difficult to achieve, but it will be even harder to achieve if more states acquire nuclear weapons, and none of us could possibly benefit by further complicating the process of nuclear arms control.'

Civil Defence

An expansion of Britain's civil defence programme has been announced in Parliament. The Government accords high priority to defence generally, and believes that the expansion, which follows a review of civil preparedness for home defence (see pp 74-5),

is both prudent and necessary to achieve an appropriate balance in Britain's defence capability.

Giving details to the House of Commons on 7 August (*Hansard*, Vol 990, No 229, cols 790-804), the Home Secretary, Mr William Whitelaw, emphasised that, despite the difficulties of the present international situation, the Government did not regard armed conflict with the Warsaw Pact countries as probable, let alone inevitable or imminent, provided that Britain maintained, as the Government intended, a firm commitment to peace while ensuring that the defence forces remained balanced and effective. To be seen to be prepared at home, as well as capable of military deterrence and defence, would make war less likely.

Changes Planned

The United Kingdom Warning and Monitoring Organisation, which exists to give the public warning of an air attack and, in the event of a nuclear attack, to warn of the approach of radioactive fallout and subsequently to monitor the intensity of fallout radiation, will now modernise its communications, replace certain obsolete equipment, and improve the allowances paid to the volunteers of the Royal Observer Corps who play a vital part in maintaining the warning and monitoring systems. There will also be additional expenditure on the completion of the Organisation's administrative headquarters and the sub-regional headquarters for decentralised government; and more will be spent on the associated communications network and on improvements to the arrangements for the war-time broadcasting service which, if the need ever arose, would be set up to ensure the continuation of public broadcasting facilities even after large-scale attack.

A great deal of civil defence work must be done at local level, and the Government proposes to double the money available for this purpose. It is to consult local authority associations about the allocation of additional resources for local planning and training, and the adaptation of premises by district councils to complete the pattern of local authority wartime administrative headquarters and communications.

The Government recognises that many county and regional councils – the upper tier of local government – at present lack the resources to plan for community involvement in civil defence below district level – the lower tier – and is ready to make more money available to meet this need. It aims in particular to enable local emergency planners to maximise the contribution made by the large number of people, both as individuals and as members of organisations, who wish to add their efforts to civil defence planning on a voluntary basis. Many individual volunteers are already active in civil defence, and certain voluntary organisations are keen to play a fuller part. The harnessing of volunteer effort will be an important feature of the Government's plans, and the Home Secretary is to make a special appointment of a person of high standing for this purpose. There will be a separate appointment in Scotland.

At the same time there will be a greater involvement in civil defence planning and training on the part of central government departments, the emergency services, the Post Office and the National Health Service. Increased training facilities for the senior staff at local and other authorities will include an expansion of the Home Defence College at Easingwold. There will also be improvements in the arrangements for the operation of emergency port facilities; and the stock of emergency fire appliances is being refurbished.

Expenditure

The total additional cost of these immediate measures over the next three years will be about £45 million, and by 1983-84 annual expenditure on civil defence will have risen from £27 million in 1980-81 to £45 million, an increase of over 60 per cent. The extra costs will be covered by a reallocation of resources within existing programmes and without adding to the total of public expenditure.

General Policy Matters

In the Government's view, dispersal in the face of an attack is not a practical policy, and no part of the country could be regarded as safe from the direct and indirect effects of nuclear weapons. A study is being made of domestic or family shelters, and later in 1980 advice will be available to the public on a range of structures that would provide improved protection at relatively low cost. The guidance will consist of design outlines for five different types of shelter and the degree of protection provided by each. A survey of existing structures suitable for communal shelter purposes is also proposed.

The Government has decided that it is right for information about civil defence and the likely effects of a future war involving Britain to be made generally available in peace-time, and that the public has a right to knowledge of these matters. A booklet, *Protect and Survive*, has already been published,[1] and ways of making more information available are to be examined. The Government is also to study the role and closer involvement of industry in defence planning.

Opposition Views

The Opposition spokesman on home affairs, Mr Merlyn Rees, said that the key to the voluntary civil defence effort lay with the police, fire service and the home-based Army, and asked what voluntary organisations would be involved. In reply, the Home Secretary said that the Women's Royal Voluntary Service, the Red Cross, the St John Ambulance Brigade, the Royal Observer Corps and other, local, voluntary bodies had indicated that they wanted to take part.

Mr Rees believed that 'the only way through the frightful problem of nuclear war or updated conventional war, which would be far worse than the horrors that parts of Europe underwent in the last war, is for us to work for the disarmament of the great powers'.

[1]HMSO, 50p, ISBN 0 11 340728 9.

Shorter Notes

COMMONWEALTH EDUCATION CONFERENCE

Meeting in Colombo, Sri Lanka, in August, the eighth Commonwealth Education Conference reaffirmed the value of continued Commonwealth co-operation and consultation in education. The theme of the Conference was 'Education and the Development of Resources', and recommendations were made for new initiatives in non-formal education, education for the handicapped and education for women and girls. The Conference also drew attention to the affinity between science, mathematics, technical and vocational education, and the advantages to be gained by linking them, and recommended that the next Commonwealth specialist conference should be devoted to this subject with a view to assisting young people prepare for work.

Special attention was given to the role of non-formal education in meeting the needs of poorly educated children, young unemployed people and adult illiterates. The Commonwealth Secretariat was asked to study the feasibility of establishing a Commonwealth resource centre for non-formal education, or, alternatively, smaller regional units.

The Conference recognised that recent increases in fees for overseas students by some developed countries would cause considerable hardship to students from developing countries and adversely affect the development plans of these countries. It therefore recommended that governments should consider setting reasonable levels of fees for students from Commonwealth countries and that certain groups of students should be treated as home students for tuition fee purposes; these would include scholars under the Commonwealth Scholarship and Fellowship Plan; students on scholarships from their own countries or from recognised international agencies; and an agreed number of students from developing countries without adequate educational facilities.

Noting that 25 member states had populations of less than 2 million and that 19 were islands with fewer than a million people, the Conference agreed that educational activities should receive attention within the special Commonwealth programme (approved by heads of Government in 1979 – see p 220, 1979) designed to meet the needs of island developing countries and other specially disadvantaged states, that a co-ordinated approach to their problems be adopted by the Secretariat, and that opportunities should be provided for these states to meet to examine their educational requirements.

Finally, the Conference agreed that the priorities attached to its recommendations should be determined by the Commonwealth Education Liaison Committee on which all member governments were represented. The criteria for determining these would include high priority for new initiatives, support for Commonwealth associations, continuation of regional activities, and avoidance of duplication with other international agencies.

[For Britain's contribution to educational co-operation in the Commonwealth, see COI reference document, *Britain and Commonwealth Educational Co-operation,* No 67/Factel/80.]

JERUSALEM

At a meeting of the United Nations Security Council, Britain expressed opposition to the law passed by the Israeli Parliament (the Knesset) on 31 July declaring that a united Jerusalem was the capital of Israel. A Security Council resolution, approved on 20 August by 14 votes to 0 with the United States abstaining, censured Israel for the legislation and for its refusal to comply with Council resolutions on the question; it also called upon states with diplomatic missions in Jerusalem to withdraw them.

Explaining Britain's vote in favour of the resolution, the British Deputy Permanent Representative, Mr Peter Mansfield, said that successive British Governments had taken the view since 1967 that Israeli rights in East Jerusalem – occupied by Israel's forces during the Arab-Israeli war – did not extend beyond those of an occupying power, pending an agreed solution on the city's future. Israel's attempts to determine its status unilaterally, rather than through a negotiated settlement, were unacceptable. Britain considered the Knesset law to be 'a highly provocative act' and did not regard it 'as valid or as changing the situation in law in any way whatsoever'. Israel had to be left in no doubt about the international community's condemnation of its action and that in the eyes of the world Jerusalem's status remained unchanged. The only road to lasting peace was through a negotiated settlement, and the Venice declaration of the European Council and the mission of M Thorn (see pp 202-3) were clear demonstrations of the European Community's concern and commitment to progress. The resolution approved by the Security Council was an 'appropriate response' to Israel's action.

Picketing and the Closed Shop: Draft Codes of Practice

Proposals for guidelines to employers and trade unions on procedures for the conduct of picketing during industrial disputes and on 'closed shops' in workplaces have been published by the Government for consultation.

Two draft codes of practice, on picketing and on the closed shop (defined on p 272), were published by the Government on 5 August under powers provided by section 3 of the Employment Act 1980 (see pp 21-3 and pp 77-9). The drafts will be subject to consultation until 10 October, and will then be submitted for parliamentary approval, revised as necessary in the light of the consultations.

Introducing the draft codes, the Secretary of State for Employment, Mr James Prior, said he believed they 'will make an important contribution to good industrial relations in this country. They will reinforce and underline the increased protection which the Employment Act has provided to individual employees and employers against abuses of the closed shop and picketing.' The Act, Mr Prior continued, had set out a framework of legal rights and obligations for the conduct of human relations within industry. 'It now lies with managements and unions to develop within that framework the voluntary procedures and accepted standards of behaviour at the workplace on which the improvement in our industrial relations ultimately depends. These codes are intended to help management and unions develop those procedures. They explain the law and set out commonsense and practical guidelines for the conduct of industrial relations.' Mr Prior said that, if the guidelines were followed by all those involved, this would lead to the end of abuses of the closed shop and picketing, which had caused so much public concern in recent years. That would not happen overnight, but everyone, most of all trade unions and their members, stood to gain from the observance of standards of tolerance and flexibility in the conduct of industrial relations.

The codes themselves will impose no legal obligations, and failure to observe them will not by itself render anyone liable to legal proceedings. However, section 3(8) of the Employment Act requires any relevant provisions of the codes to be taken into account in proceedings before any court or industrial tribunal, or the Central Arbitration Committee.

PICKETING

The Government had indicated when the Employment Bill was introduced that it would produce a code on picketing in the absence of comprehensive and effective voluntary guidance. The Trades Union Congress had subsequently made clear that it was unwilling to participate in the production of a voluntary guidance taking account of the requirements of the Employment Act 1980, and the Secretary of State had therefore decided to exercise his powers under the Act to issue such a guidance.

The draft code on picketing emphasises the right, within the law, of each person to decide whether or not to go to work and to come and go as he or she wishes between home and the place of work. The code says that it is in the interests of everyone concerned – pickets, other workers, employers and the general public – that picketing be carried out lawfully and peacefully, and it is essential that the rights and responsibilities of all those who may be involved in picketing or affected by it are clearly understood. The purpose of the code is to give guidance on both the civil and criminal law as it affects picketing, and on the proper conduct and organisation of pickets.

Although there is no legal right to picket, peaceful picketing has long been recognised as lawful within limits which protect those affected by the picketing. The law exempts from liability for a civil wrong pickets who try at their own place of work to secure the breaking of a contract of employment or a commercial contract. There is, however, no exemption for pickets from the criminal law.

Picketing and the Civil Law

Pickets are immune from being sued in the civil courts provided their action follows certain basic rules. These are that the picketing is undertaken in contemplation or furtherance of a trade dispute, that it is carried out at or near the picket's place of work (or, in the case of a trade union official, at or near the place of work of a union member whom he or she represents) and that its only purpose is peacefully to obtain or communicate information or peacefully to persuade a person to work or not to work. An employer or employee whose interests are harmed by picketing which

does not comply with these rules may start an action for damages against those responsible, as well as asking the court to make an order stopping the unlawful picketing.

Where employees picket at their own place of work in support of a dispute between another employer and his employees they will only be protected from civil prosecution if they satisfy the requirements of lawful secondary action in section 17 of the Employment Act. In practice this means that they will have to target their picketing precisely on the supply of goods or services between their employer and the employer in the dispute, or, in the case of an associated employer,[1] on work which has been transferred from the employer in dispute because of the dispute. If they try to impose an indiscriminate blockade on their employer's premises they will be liable to be sued in the civil courts.

Picketing and the Criminal Law

Immunity provided under the civil law does not in any way protect a picket who commits a criminal offence. Pickets may exercise peaceful persuasion in trying to turn back those who wish to cross the picket line, but they may commit a criminal offence if they try by means other than peaceful persuasion to deter employees from exercising their right to come and go as they please to their place of work. Acts which are criminal offences include: the use of threatening or abusive language or behaviour; the use or threat of violence; intimidation; obstruction of the highway or the entrance to premises; possession of an offensive weapon; intentional or reckless damage to property; violent, disorderly and unruly behaviour; and obstruction of a police officer in the execution of his or her duty.

The Role of the Police

The draft code notes that the police have a general duty to uphold the law and keep the peace, without taking a view of the merits of a particular trade dispute. They do not, however, have any responsibility for enforcing the civil law and cannot be required to help to identify unlawful pickets for the purpose of a civil court order. Nor is it the job of the police to enforce the terms of an order; this is a matter for the court and its officers. Liaison is urged between the organiser of a picket and the police.

Limiting the Number of Pickets

The draft code identifies excessive numbers as the main cause of violence and disorder on the picket line. In cases of 'mass picketing', where people seek by sheer weight of numbers to stop others going into work or delivering or collecting goods, the aim may well not be peaceful persuasion but obstruction or even intimidation. Although the law does not impose a specific limit on the number of people who may picket at any one workplace, it is suggested that six and often fewer would be sufficient to permit the peaceful persuasion of those entering and leaving. The police have discretionary powers to limit the number of pickets where there might reasonably be fear of disorder, and it is for them to decide whether the number of pickets is likely to lead to a breach of the peace. If a picket does not leave the picket line when asked to do so by the police then he or she is liable to arrest for obstruction either of the highway or of a police officer in the execution of his or her duty if the obstruction causes, or is likely to cause, a breach of the peace.

[1]Two employers are associated if one is a company of which the other has control or both are companies of which a third has control.

Organisation of Picketing

The draft code lays down the main functions of the picket organiser, and emphasises the importance of consultation with other unions involved in a dispute. Pickets must respect the right of any individual, including a trade union member, to decide for himself whether he will cross a picket line. A trade union member who decides to cross a picket line should not be subject to sanctions or disciplinary action by his or her union.

Essential Supplies

Pickets, the draft code says, should take care to ensure that their activities do not cause distress, hardship or inconvenience to members of the public who are not involved in the dispute. The movement of essential goods and supplies, the carrying out of essential maintenance of plant and equipment and the provision of services essential to the life of the community should not be impeded.

THE CLOSED SHOP

A closed shop is defined as 'an agreement or arrangement under which employees are required to join a union as a condition of getting or holding a job'. Publication of the draft code, it is emphasised, does not imply Government support of the closed shop; the Government holds the view that the requirement of belonging to a union as a condition of getting or holding a job runs contrary to traditions of personal liberty. Nevertheless, it recognises that closed shops are approved of by some employers and trade unions; at present, the Government comments, upwards of 5 million workers are covered by closed shops.

The Employment Act has been framed to safeguard the individual and provide remedies against abuse of the closed shop. The purpose of the code is to explain the relevant provisions of the Act and suggest good practice by employers and trade unions to ensure that closed shops, where they exist, are operated tolerantly and flexibly and that new closed shops are established only where there is overwhelming support for them.

Legal Rights of Individuals

The draft code enumerates the circumstances under which it is unfair for an employer to dismiss an employee for not belonging to a union. An employee has a right of complaint against an employer to an industrial tribunal for dismissal for failure to join a union, or for action short of dismissal to try to compel him or her to join a union. The circumstances where these rights apply are: where the employee genuinely objects to

union membership 'on grounds of conscience or other deeply held personal conviction'; where the employee was already in the class of employees affected by the closed shop agreement when it came into effect and had not subsequently been a union member; or where the agreement first came into effect after the relevant provisions of the Employment Act came into force and had not been supported in a secret ballot of employees affected by at least 80 per cent of those entitled to vote.

An employer who faces such a complaint and who claims that his or her action resulted from pressure by a union official or other person calling or threatening to take industrial action may involve that person as a co-defendant before the tribunal hearing the complaint.

The Employment Act also provides that where a closed shop is in operation anybody employed or seeking employment there has the right not to have an application for membership of the union unreasonably refused, and equally not to be expelled unreasonably from that union. Remedy for such expulsion or exclusion will lie with an industrial tribunal and compensation to be paid by the union will be awarded according to whether the complainant has subsequently been admitted or readmitted to membership.

Closed Shop Agreements and Arrangements

The draft code points out that employers are under no obligation to agree to a closed shop; they should, in any case, expect a union to show a very high level of membership before entertaining the idea. Special regard should be paid to the interests of particular groups of staff who because of professional ethics might object to membership of a union. Consideration should also be given to the implications for future employment policy and industrial relations.

A union, before seeking a closed shop, should already have recruited voluntarily a very high proportion of the employees concerned, and should be sure that its own membership favours a closed shop. The union should resolve any conflict with other unions with a membership interest.

The draft code sets out the areas which should be covered in any new agreement, the form and procedure for the secret ballot of employees affected and the operation of closed shop agreements, including the undertaking of periodic reviews. It proposes that no new 'pre-entry closed shops' (which require people to belong to a trade union before they can be employed) should be established, and that the need for existing ones should be carefully reviewed.

Union Treatment of Members and Applicants

The rules and procedures which unions should follow before taking a decision on exclusion or expulsion are laid down in the draft code. Clear and fair rules should be adopted, and procedures should comply with the rules of natural justice. Voluntary procedures are to be preferred to legal action; therefore a union should not take action likely to lead to an individual losing his or her job until its own procedures have been fully used and any decision of an external body has been received. Points are also put forward for unions to consider when determining whom to accept into membership, and a list of conditions is suggested under which disciplinary action should not be taken against a member for refusal to take part in industrial action.

The Closed Shop and the Freedom of the Press

The freedom of the Press to collect and publish information and to publish comment and criticism is, the draft code says, 'an essential part of our democratic society'. Journalists should have the same rights as other employees to join trade unions, but any requirement on journalists to join a union creates the possibility of a conflict between the actions of unions and the principles of press freedom. Individual journalists are entitled to reject union membership if they feel it incompatible with the need to be free of the risk of interference with their freedom to report or comment; nor should a journalist be disciplined by a trade union for anything he or she has researched or written for publication in accordance with professional standards.

Editors, who have final responsibility for the content of their publications, should not be subject to any action or threat calculated to induce them to suppress or distort news or comment contrary to their judgment but should be free to decide whether or not to publish any material submitted for publication. They should also be free to decide whether or not to join a trade union.

Civil Aviation

In spite of the severe financial difficulties affecting most of the world's airlines, British Airways recorded a net profit in 1979-80, although it was lower than in the previous year. The British Airports Authority's seven airports handled 8·1 per cent more passengers than in 1978-79.

BRITISH AIRWAYS

Although the turnover of British Airways increased by £280 million in 1979-80 to £1,920 million, its profit before interest payments and taxation was £55 million on a historic cost basis, half that of the previous year, according to the company's report and accounts, published on 30 July.[1] Revenue from airline activities rose by 18 per cent to £1,654 million and British Airways carried a record 17·3 million passengers on scheduled services, 10 per cent more than in 1978-79. After interest payments of £38 million and other items, there was a pre-tax profit of £20 million and, after providing £9 million for taxation, a net profit of £11 million. The report says that the company had hoped to earn a much larger profit. Its original

[1] *British Airways Annual Report and Accounts 1979-80.* British Airways. HMSO, £2. ISBN 0 900031 13 1.

revenue expectations were met, but costs increased more than expected, the cost of fuel being the greatest single adverse factor. However, its position was not unique and almost all the world's international airlines were encountering acute financial difficulties.[1] British Airways' rate of return on net assets on a current cost basis (which takes account of inflation – see pp 170-1) was 0·4 per cent (6·3 per cent on a historic cost basis), which was below the financial target agreed with the Secretary of State for Trade for the three years 1979-80 to 1981-82 of a 6 per cent rate of return on assets revalued on a current cost basis. The airline continued its aircraft re-equipment programme so that its fleet could achieve greater fuel efficiency and lower noise levels, and allow for more interchangeability on routes. Of its capital expenditure of £296 million in 1979-80, the major items were £85 million on the purchase of Lockheed TriStars, £55 million on Boeing Super 737s, £53 million on Boeing 747s and £10 million on BAC Super One-Elevens.

During the year the Government introduced the Civil Aviation Bill (see pp 382-3, 1979) which provides for the vesting of all the property, rights, liabilities and obligations of the British Airways Board in a successor company. The Secretary of State for Trade has announced the Government's intention that a substantial minority of the shares in the new company should be offered for sale to the public.

BRITISH AIRPORTS AUTHORITY

Pre-tax profits of the British Airports Authority (BAA) rose by 21 per cent in 1979-80 to £35·5 million on a historic cost basis on an income of £191·4 million, according to its annual report and accounts, published on 17 July.[2] Trading profits amounted to £35 million, with a profit of £45·1 million on commercial operations (trading concessions, rents and services) more than offsetting a loss of £10·1 million on traffic operations. The BAA achieved a return on average net assets of 11 per cent, compared with 9·8 per cent in 1978-79. However, on a current cost basis, profits and the rate of return on average net assets (2·1 per cent) were lower than in the previous year. A financial target has been agreed with the Government of a 6 per cent return on a current cost accounting basis on net assets over the three years 1980-81 to 1982-83. The report says that this will be difficult to achieve and will require an increase in landing fee income in real terms.

Passenger traffic through the BAA's airports rose by 8·1 per cent in 1979-80 to 44 million, but cargo and mail by only 1·2 per cent to 737,900 tonnes. London (Heathrow) handled 28·9 million passengers, 7·1 per cent more than in 1978-79, London (Gatwick) 8·9 million, Glasgow 2·4 million, Aberdeen 1·4 million, Edinburgh 1·3 million, Prestwick 693,000 and Stansted 358,000. The report says that the Government's policy on the transfer of air services from Heathrow to Gatwick, announced in October 1979 (see pp 344-5, 1979) is taking effect and providing some relief from the pressure of demand that will remain at Heathrow until the commissioning of its fourth terminal in 1985. The BAA strongly supported the Government's decision on airports policy (see pp 24-6) that the growing demand for air transport facilities in south-east England should be met by the provision of additional capacity at existing airports, particularly Heathrow, Gatwick and Stansted. It has accepted the Government's invitation to submit a planning application for the first phase of the development at Stansted which will be the subject of a public inquiry, expected to start in spring 1981.

[1]British Airways announced on 15 September the withdrawal of a number of services as an economy measure to improve its financial position. Among the routes suspended is the London-Bahrain-Singapore Concorde route, operated in conjunction with Singapore Airlines.

[2]*British Airports Authority. Annual Report and Accounts 1979-80.* Available from the BAA, 2 Buckingham Gate, London SW1E 6JL. ISBN 0 903460 22 X.

Balance of Payments 1979: Revised Figures

Largely as a result of a substantial upward revision of the figures for the surplus on invisible trade in 1979, Britain's deficit on current account was some 24 per cent lower than provisional figures had suggested. During the year Britain moved nearer to self-sufficiency in oil, with net imports falling from £1,999 million in 1978 to £779 million in 1979.

Revised figures for Britain's balance of payments in each year since 1969 are published in the Balance of Payments Pink Book.[1] The main revision since the appearance of provisional data in March (see pp 159-63)[2] concerns invisibles, the surplus on which was revised upwards from £875 million to £1,541 million, this being mainly responsible for the downward revision in the current deficit from £2,437 million to £1,863 million. Investment and other capital transactions were in surplus by £1,170 million and the balancing item (which represents the net total of errors and omissions arising throughout the accounts) amounted to £2,403 million so that the balance for official financing[3] was +£1,710 million. Britain also received an allocation of Special Drawing Rights in the International Monetary Fund of £195 million.

In comparison with the performance in 1978, the visible deficit rose by £1,858 million while the invisible surplus fell by £625 million. The balance on investment and other capital transactions improved by £4,688 million, having been substantially in deficit in 1978, and the balancing item rose by £631 million.

[1]*United Kingdom Balance of Payments 1980 Edition.* HMSO, £7. ISBN 0 11 630777 3.

[2]Further estimates for 1979, also revised in the Pink Book, were published in *British business*, 13.6.80, p 177.

[3]This shows the effect on the reserves and the volume of official debt of all external transactions, namely the current account, capital transfers, investment and other capital transactions, and the balancing item. The reserves can be increased and official debt repaid when there is an overall surplus; the reserves are reduced and official debt increased when there is an overall deficit.

VISIBLE TRADE

Between 1978 and 1979 exports (fob)[1] rose in value by £5,618 million to reach £40,689 million. Imports increased in value by £7,476 million, reaching £44,093 million. The deficit on visible trade amounted to £3,404 million. For both export and import values there were rises in all the broad commodity groups. However, the surplus on trade in semi-manufactures and finished manufactures fell from £5,074 million in 1978 to £2,814 million in 1979, largely because of an increase of 15 per cent in the volume of imported manufactures and a reduction in exports to Iran and Nigeria. There were increases in export and import values in trade with all geographical regions except the oil-exporting countries.

INVISIBLE TRANSACTIONS

The fall in the surplus on invisibles from £2,166 million in 1978 to £1,541 million in 1979 was the result of an increase in the traditional deficit of general government from £2,976 million to £3,347 million and a fall in the customary surplus of the private sector and public corporations from £5,142 million to £4,888 million.[2]

The three categories of invisible transactions are: services; interest, profits and dividends; and transfers. Overseas earnings of British financial institutions (the City) are divided between the first two categories and are analysed separately in the Pink Book.

Services

For services as a whole the surplus increased slightly, from £3,486 million in 1978 to £3,579 million in 1979. The deficit on general government transactions rose from £698 million to £800 million while the surplus of the private sector and public corporations increased from £4,184 million to £4,379 million. In 1979 all five categories of the transactions of the private sector and public corporations had a surplus. Sea transport was in surplus by £63 million (the provisional figures in March having shown a deficit of £306 million) while civil aviation had a surplus of £262 million. The surplus on travel was £673 million and that for financial services £1,579 million (this item appears as a credit entry only as earnings in Britain by overseas financial institutions are negligible). Other services (such as telecommunications and postal services, royalties and construction work overseas) had a surplus of £1,802 million.

[1]Free on board; values include all costs accruing up to the time of placing the goods on board the exporting vessel or aircraft.

[2]Britain's historically strong position in invisible trade is brought out in the latest annual report of the Committee on Invisible Exports. (*Committee on Invisible Exports. Annual Report 1979-80.* Available free from the Committee, Seventh Floor, The Stock Exchange, London EC2N 1HH). This shows that, if miscellaneous government transactions are excluded, Britain was, in 1978, second only to the United States in its net invisible receipts (the United States having, however, by far the world's largest surplus). The Chairman of the Committee, Sir Francis Sandilands, in his Chairman's Statement, puts forward the view that the presentation of figures for the overall balance on invisibles, including a substantial amount of government expenditure, tends to obscure the size and strength of Britain's gross private earnings, which amounted to £20,682 million in 1979.

Interest, Profits and Dividends

The surplus on interest, profits and dividends fell from £520 million in 1978 to £289 million in 1979. General government traditionally runs a deficit on this item but during 1979 this fell from £574 million to £473 million. The private sector and public corporations invariably have a surplus but this also fell, from £1,094 million in 1978 to £762 million in 1979. Between the two years there were substantial changes in the balance on interest payments arising from the overseas currency operations of British banks (see 'The City', below) and in the transactions of oil companies (see 'Oil and Gas', below).

The City

The main sources of earnings of the City are: insurance; banking; commodity trading and merchanting; and brokerage. Net earnings fell from £2,344 million in 1978 to £1,863 million in 1979. Credits arising from insurance fell; for banking, credits fell and debits rose. Between 1978 and 1979 the balance on interest payments on the overseas currency operations of British banks moved from a surplus of £346 million to a deficit of £44 million while interest payments on bank deposits in sterling held by non-residents increased from £343 million to £720 million.

Transfers

The deficit on transfers rose from £1,840 million in 1978 to £2,327 million in 1979. The deficits of both general government and the private sector increased, to reach £2,074 million and £253 million respectively. The largest single change was in government contributions to the European Community, particularly the Community budget. Between 1978 and 1979 net transfers to the budget rose from £894 million to £1,059 million. For general government the provisional figures for total net transfers have been revised downwards by £1,700 million while those for the private sector have been revised upwards by a similar amount, leaving the overall position virtually unchanged.

INVESTMENT AND OTHER CAPITAL TRANSACTIONS

Investment and other capital transactions moved from a net outflow of £3,518 million in 1978 to a net inflow of £1,170 million in 1979 (provisionally given in March as £3,525 million). The net outturn was the result of a large outflow following the relaxation and eventual abolition of exchange controls (see pp 192 and 338-9, 1979) and a substantial inflow, attracted by the relatively high level of interest rates in Britain. The main source of outflow was British private investment overseas, which rose in 1979 by £6,401 million (provisionally given as £5,038 million), nearly £2,000 million more than in 1978, mainly because of increased overseas investment by British oil companies. Conversely, large net inflows occurred as a result of increases in both private and official sterling balances, increased overseas investment in Britain's private and public sectors and the

overseas currency operations of British banks. Private sterling balances rose by only £293 million in 1978 but by £2,580 million in 1979 while official sterling balances increased by £765 million in 1979, having fallen by £119 million the previous year. The rise in net overseas investment in the British private sector in 1979 was £2,883 million (provisionally given as £3,305 million), slightly greater than the £2,640 million in 1978. In 1979 there was a rise in net overseas investment in the British public sector of £900 million, compared with a fall of £99 million the previous year. As British banks were switching into sterling for much of 1979 their overseas currency operations led to a net inflow of £1,573 million, compared with a net outflow of £436 million in 1978.

OIL AND GAS

In 1979 sales of oil from the United Kingdom Continental Shelf amounted to £5,683 million and sales of gas to £538 million, compared with £2,805 million and £432 million respectively in 1978. (Net imports of oil were £779 million in 1979, having fallen from £1,999 million in 1978.) Identified net imports of goods for use on the Continental Shelf were £171 million in 1979, compared with £185 million the previous year, while net imports of services were £447 million in 1979, having been £545 million in 1978. Net interest, profits and dividends due abroad doubled, from £666 million in 1978 to £1,333 million a year later. Net overseas investment in the Continental Shelf amounted to £726 million in 1979, compared with the slightly higher figure of £833 million in 1978.

OFFICIAL FINANCING

The total of Britain's external transactions in 1979 allowed for an improvement in the reserve position of £1,905 million (£1,710 million as the balance for official financing plus an allocation of £195 million of Special Drawing Rights). In 1978, on the other hand, there had been a worsening of £1,126 million in the reserve position. In 1979 the total official financing of £1,905 million took the form of an improvement of £596 million in Britain's reserve position at the International Monetary Fund, net repayments by public bodies under the exchange cover scheme[1] of £250 million and additions to the official reserves of £1,059 million.

Shorter Notes

TYNE AND WEAR METRO

The first stage of the Tyne and Wear Metro, an electrically powered light rapid transit system which is the largest provincial urban transport scheme to have been undertaken in Britain in the twentieth century, was opened in August. It is operated by the Tyne and Wear Passenger Transport Executive. The scheme, costing £161 million at November 1975 prices, includes the modernisation of suburban railway lines from Newcastle upon Tyne to the nearby coast (at Whitley Bay and Tynemouth) and to South Shields, and the construction of certain strategic links including tunnels under the centre of Newcastle upon Tyne and Gateshead and a new bridge (the largest railway bridge to be built in Britain in this century) over the River Tyne. When completed in 1983, the Metro will be 34 miles (55 km) long and have 41 stations, including four purpose-built interchanges designed to provide easy transfer between the Metro and bus services and with parking space for motorists. As the various stages of the Metro are opened, the local bus routes will be reorganised so that they no longer compete with rail services and instead act as 'feeder' services to the Metro and provide public transport in areas not served by it. Rolling stock for the Metro consists of lightweight rail vehicles, built by Metro-Cammell Ltd, which can each seat 84 passengers and travel at speeds of up to 50 miles per hour (80 km per hour).

NATIONAL COAL BOARD

After a difficult year in 1978-79, the National Coal Board (NCB) recovered strongly in 1979-80, when it achieved the financial objectives agreed with the Government and when both deep-mined output and productivity increased, according to its annual report and accounts, published on 30 July.[1] In 1979-80 the NCB's turnover was £3,740·4 million and it recorded a trading profit of £27·6 million. It broke even after interest and other payments and after taking account of a deficit grant of £159·3 million. During the year there were intensive discussions between the NCB and the Government on a new financial framework for the industry; this is embodied in the Coal Industry Act 1980 (see pp 222-3).

Saleable output of coal rose by 3·4 million tonnes to 123·3 million tonnes in 1979-80: 109·2 million tonnes of deep-mined coal, 3·8 million tonnes more than in 1978-79 and the first overall increase since 1963; 13 million tonnes from opencast sites; and 1·1 million tonnes from licensed mines and other sources. Productivity at NCB mines increased, with output per man-year rising by 4·7 per cent to 469 tonnes and daily output per coalface by 5·3 per cent to 678 tonnes. The report says that the Board regards the strong upturn in performance levels as 'an encouraging sign and a justification of the policy of investment to achieve a modern, efficient British coal industry'. Capital expenditure on mining rose by 36 per cent to £617 million in 1979-80 and during the year 25 major projects each costing over £1 million were approved. 'In 1979-

[1]The exchange cover scheme, introduced in 1969, enables public bodies to raise foreign currency from overseas, which they then surrender to the Exchange Equalisation Account for sterling. The Treasury sells the borrower foreign currency to service and repay the loan at the exchange rate that applied when it was taken out.

[1]*National Coal Board. Report and Accounts 1979-80.* Available from the NCB, Purchasing and Contracts Office, Hobart House, Grosvenor Place, London SW1X 7AE, £2. ISBN 0 906394 04 X.

80 disposals of coal (including exports) were 125·1 million tonnes, 9·4 million tonnes more than in 1978-79. The major market was for electricity generation, and sales to power stations in Britain reached a record level of 85·6 million tonnes. Safety in the mines continued to improve and both the overall accident rate (81·9 casualties per 100,000 manshifts) and the number of deaths (30) were the lowest recorded.

THE POST OFFICE

All three of the Post Office's businesses – telecommunications, posts and National Girobank – were profitable in 1979-80 and performed broadly in line with the financial targets set by the Government, according to its report and accounts, published on 29 August.[1] The Post Office's income rose by 12·4 per cent to £5,193 million and it achieved a profit of £297 million, although this included exceptional gains of £122·2 million arising from sales of property and a discount on the early repayment of long-term loans. Excluding these gains, the profit of £174·8 million was less than half that of 1978-79, reflecting higher pay costs and industrial action affecting certain Post Office operations. Although the profits of the telecommunications business (£129·1 million before exceptional gains) were 62 per cent less than in 1978-79, the other businesses improved their financial results with profits of £34·1 million on postal services, £9·5 million on National Girobank and £2·1 million on postal orders. The main businesses were broadly on target: the postal service profit was in line with its target of a 2 per cent profit on turnover; National Girobank achieved a profit in excess of its target; and the telecommunications business recorded a return of 4·6 per cent on net assets, compared with its target of 5 per cent.

In 1979-80 the Post Office invested about £1,240 million in telecommunications to modernise plant and equipment and improve services. Among the business's achievements were the installation of 2 million telephones, the bringing forward of the installation of the first System X digital telephone exchange (see pp 169-70); the successful inauguration of Prestel, the world's first public viewdata service (see pp 124-5, 1979 and pp 59-60); and plans for the improvement of the telephone network (see p 169) to meet the continuing rise in demand. In 1979-80 local telephone calls increased by 5·7 per cent to 16,600 million, trunk calls by 7·8 per cent to 3,257 million and international calls by 20·9 per cent to 222 million. The number of items of correspondence posted was 10,208 million, 2·4 per cent more than in 1978-79, and the report says that by the end of the year the quality of the postal service was recovering, and encouraging progress had been made towards securing an improvement in productivity. National Girobank handled 270 million transactions in 1979-80 and during the year the number of personal account customers rose by 182,000 to 823,000, the highest annual increase since 1970-71.

The report says that the planned reorganisation of the Post Office (see pp 302-3, 1979) involving the creation of a new British Telecommunications Corporation separate from postal and National Girobank services, has the full support of the Post Office Board. The Chairman believes that this will 'result in better management, more efficient operation and ultimately more responsiveness to the needs of customers'.

[1] *Post Office Report and Accounts 1979-80.* Contains the accounts and the Chairman's statement. HMSO, £1. ISBN 0 11 886015 1. More detailed information on telecommunications activities is given in *Extracts from Post Office Accounts and Report of Post Office Telecommunications 1979-80.* HMSO, £1. ISBN 0 11 886016 X. Further information on postal and National Girobank services is given in *Extracts from Post Office Accounts and Reports of Posts, National Girobank and Postal Orders 1979-80.* HMSO, £1. ISBN 0 11 886017 8.

SHIPBUILDING

Uncertainty about the future shape and viability of the shipbuilding industry in Britain has led to the Government's decision to defer the introduction of private capital into British Shipbuilders (BS). This was announced by the Secretary of State for Industry, Sir Keith Joseph, in answer to a question in the House of Commons on 7 August (*Hansard*, Vol 990, No 230, Part II, written answers, cols 289-90). Earlier on 31 July, the Minister of State for Industry, Mr Adam Butler, had announced (*Hansard*, Vol 989, No 225, cols 1745-6) that the Government had asked BS to keep within its statutory borrowing limit of £120 million for 1980-81, and that it had been agreed that a further review of BS's cash needs should be carried out as soon as the situation of the industry had clarified. Mr Butler had asked the new chairman of BS, Mr Robert Atkinson (who took up his full-time appointment on 1 July 1980), to examine all possible ways of staying within the limit and to report to him on the options for reducing BS's cash requirements for both 1980-81 and 1981-82.

Annual Report

British Shipbuilders made a trading loss of £109·9 million for the year ended 31 March 1980 according to its annual report and accounts[1] published on 30 July. The sales value of work done was £813·1 million, which included exports worth £188·8 million. Despite the continuing difficult international market conditions, the trading loss was kept to within £10 million of the limit of £100 million set for the year by the Government. In addition, there were non-recurring costs of £42·6 million involved in restructuring parts of the industry. The total value of orders in merchant yards at the end of March 1980 was £546 million, representing 60 ships of 535,000 compensated gross registered tons, while naval orders totalled

[1] *British Shipbuilders. Report and Accounts for 1979-80.* Available through HMSO, £2. ISBN 0 906543 01 0.

41 ships valued at £1,763 million. A welcome development noted in the report by the chairman was that most yards achieved a workload taking them well into 1981, while continued improvement in industrial relations meant that days lost through disputes were running at only one-seventh of the national average.

Harland and Wolff

An independent review team is to be established to investigate alternative possibilities for utilising the facilities and skills at Harland and Wolff (a publicly owned shipyard in Belfast, not part of BS), Mr Giles Shaw, the minister responsible for industrial matters in Northern Ireland, stated in answer to a question in the House of Commons on 1 July (*Hansard*, Vol 987, No 204, written answers, cols 534-6). The Government is also to make available £42·5 million to cover the shipyard's operations during 1980-81. 'The longer term will depend on urgent improvements in performance to enhance the company's credibility as a shipbuilding enterprise and on a determined effort to diversify its products potential so that its jobs and skills may rest on a broader and more viable base', Mr Shaw said. The Government will continue to ensure that the arrangements for co-operation between British Shipbuilders and Harland and Wolff work smoothly, and that shipbuilding policy generally is thoroughly co-ordinated throughout Britain.

STANDING COMMISSION ON PAY COMPARABILITY

The forthcoming abolition of the Standing Commission on Pay Comparability, established in 1979 under the chairmanship of Professor Hugh Clegg (see p 62, 1979), was announced by the Prime Minister, Mrs Margaret Thatcher, in the House of Commons on 4 August (*Hansard*, Vol 990, No 227, Part II, written answers, cols 48-9). Mrs Thatcher said that the Government had concluded that no further references should be made to the Commission, which would be wound up once it had reported on the cases at present before it. This was expected to be about the end of 1980. The Government was not satisfied, Mrs Thatcher said, that 'institutionalised comparability arrangements have proved the most satisfactory means of determining the pay of the public service groups which have been referred to the Commission'. Mrs Thatcher pointed out that the Commission itself had recognised in its general report on its work[1] the difficulties which there had been with many of the comparability systems it had used. In future, Mrs Thatcher said, public sector pay 'needs to be negotiated with full regard to the country's economic circumstances, to the need to improve the efficiency of the public services and to what the taxpayer and ratepayer can be expected to afford'.

[1] *Standing Commission on Pay Comparability. Report No 9: General Report.* Cmnd 7995. HMSO, £2·50. ISBN 0 10 179950 0.

ENTERPRISE ZONES

Further details of enterprise zones, which were first proposed in the Budget statement (see pp 120-1), have been announced. In the course of a debate in the House of Commons on 29 July the Prime Minister, Mrs Margaret Thatcher, said that seven locations for possible zones had been selected (*Hansard*, Vol 989, No 223, cols 1312-13). The areas are as follows: the inner area of Belfast, the lower Swansea valley, Clydebank, parts of Newcastle upon Tyne and Gateshead, Speke (Merseyside), parts of the Salford Docks area and the Trafford Park industrial estate (Greater Manchester), and the Isle of Dogs (in London's docklands). One or two additional areas, of which one would be in the Midlands, are also being considered as zones.

Detailed discussions will begin immediately between the local authorities concerned and the Government to agree on the boundary of each zone, the processes necessary to achieve a relaxed planning regime within each zone and the administrative arrangements for giving investors and developers quick decisions. The designation as enterprise zones of the areas named will depend on whether satisfactory agreement on these matters can be reached.

'Both the private sector and many local authorities', Mrs Thatcher said, '... have recognised this initiative as offering a real prospect of stimulating investment and job creation. Enterprise zones will offer special advantages to business and will encourage investment and initiative.' When designated the zones will benefit from the following: exemption from commercial and industrial rates and development land tax, enhanced capital allowances on investment in industrial and commercial building, minimal and streamlined planning controls, priority treatment for customs concessions, exemption from the requirements of industrial training boards, reduced requirements for government statistics, and the elimination of remaining industrial development certificate requirements.

INLAND REVENUE STATISTICS 1980

Inland Revenue Statistics 1980[1] contains five sections of statistics derived from Inland Revenue sources: general, personal incomes, company incomes, capital and wealth, and valuation and stamp duties.

Net tax receipts of the Inland Revenue in 1979-80 were provisionally estimated at £28,205 million. The major components were income tax (£20,602 million, 73 per cent of the total) and corporation tax (£4,646 million, 16 per cent of the total). The number of income taxpayers was provisionally estimated at 21·3 million (if married couples were counted as one). In 1977-78 the top

[1] *Inland Revenue Statistics 1980.* HMSO, £10·50. ISBN 0 11 641030 2.

Distribution of Personal Income in 1977-78*

	Before tax		After tax	
	Number (millions)	Percentage of total	Number (millions)	Percentage of total
Annual income				
Under £2,000	4·7	20·8	6·5	28·7
£2,000-£5,000	12·3	54·7	13·5	59·9
£5,000-£10,000	5·0	22·2	2·5	11·0
£10,000 and over	0·5	2·3	0·1	0·5
Total	22·5	100·0	22·5	100·0

*Differences between totals and the sums of their constituent parts are due to rounding.

1 per cent of income taxpayers accounted for 12 per cent of total income tax and the top 10 per cent for 35 per cent of the total. Details of the distribution of personal income according to size are given in the table.

The main type of personal income, accounting for 69 per cent of the total, was employment income (excluding that of wives). Wives' employment income accounted for a further 12 per cent, Schedule D profits (that is, from self-employment) and professional earnings for 7 per cent, as did pensions, and investment income for 5 per cent.

Of the total yield in corporation tax from companies, provisionally estimated at £3,588 million in 1976 (the latest year covered), £1,432 million (40 per cent of the total) was from the manufacturing sector, £901 million (25 per cent) from insurance, banking and finance, £310 million (9 per cent) from retail trades and £287 million (8 per cent) from wholesale trades.

Estimates for the distribution of personal wealth (including occupational and state pension rights) for the adult population in 1978 showed that the top 1 per cent owned 13 per cent of the total while the top 10 per cent owned 36 per cent (corresponding figures for 1971 were 21 and 49 per cent respectively).

BANKRUPTCY PROCEDURE

The Government has decided to seek a simpler and more straightforward procedure for dealing with bankruptcy in England and Wales.[1] Answering a parliamentary question on 24 July, Mr Reginald Eyre, Parliamentary Under-Secretary of State for Trade, said it would 'involve replacing the Official Receiver in the administration of personal bankruptcy by receivers appointed from the private sector' (*Hansard*, Vol 989, No 221, written answers, cols 319-22). Under present arrangements an Official Receiver, who is an officer both of a bankruptcy court and of the Insolvency Services Division of the Department of Trade, must be appointed to deal with every case of bankruptcy. 'For many years', said Mr Eyre, 'the insolvency service, which handles both personal bankruptcy and companies winding-up has been unable to recruit sufficient specialised staff to cope with its workload. To relieve the Official Receiver of personal bankruptcy work would enable these scarce resources to be concentrated on companies winding-up investigations ... where they are most needed .... To ensure that creditors' rights continue to be protected, the new procedure would remain under ... the control of the court with the Department of Trade continuing to have supervisory functions.' He stressed that the proposals in no way implied a relaxation in the pursuit of fraud. A consultative document was being published that same day to help with the formulation of legislative proposals.[1]

The consultative document outlines present procedures under which the Official Receiver first establishes the assets and liabilities of the debtor involved, and arranges a meeting of creditors to appoint a trustee to take ownership of the debtor's property, realise it and distribute the proceeds among the creditors. The Official Receiver may then also act as the trustee. It is proposed that in future the preliminary work now carried out by the Official Receiver should be the responsibility of a suitably qualified person from the private sector, appointed by the court and underwritten by the petitioner for the receiving order. This receiver would be able to ask the court to vest assets in him to act as trustee, thus dispensing with the need for a creditors' meeting. The new procedure, says the document, would result in a staff reduction of about 570 over a period of three years in the Department of Trade's

[1]The principles of bankruptcy law in Scotland and Northern Ireland are the same as in England and Wales, but the procedures are regulated by separate legislation and differ in certain details.

[1]*Bankruptcy. A Consultative Document.* Cmnd 7967. HMSO, £1·25. ISBN 0 10 179670 6.

insolvency service and save about £3 million a year. The Government believes, moreover, that the new procedures for debt collection and relieving debtors of the burden of their debts would be at least as effective as the old. A report also published on 24 July discusses insolvency law reform generally.[1] Much of it was still applicable, Mr Eyre said in his written answer, but the report's suggestions for modernising the bankruptcy system would require 'a large technically trained staff' and hence a 'costly public structure for the administration of . . . bankruptcy', which the present Government believed it was unnecessary to maintain.

[1]*Bankruptcy. Interim Report of the Insolvency Law Review Committee.* Cmnd 7968. HMSO, £1·50. ISBN 0 10 179680 3.

SOCIAL AND CULTURAL AFFAIRS

Special Needs in Education

A White Paper[1] published by the Government on 6 August contains proposals for amending the law in England and Wales relating to the education of children with special educational needs because of disability or handicap, and establishing new rights for their parents. Special educational needs in Scotland are the subject of a separate White Paper[2] which contains similar proposals.

The White Paper announces the Government's intention to amend the law in the light of the report of the Warnock Committee, *Special Educational Needs* (see p 231, 1978). Under existing law local education authorities have to identify children with 'disabilities of mind or body' and assign them to one of the ten statutory categories of pupils (nine in Scotland) who require 'special educational treatment'. It is proposed to abolish these categories and introduce a broad definition of special needs based on a comprehensive assessment of the child's educational needs taking into account medical, psychological and educational factors.

The White Paper states that there are legitimate differences of view over where and how a child with special educational needs is best educated. The Government takes as its starting point the principle that children and young people who have such needs should be educated in association with those who do not. But this principle must always be applied so as not to frustrate the aim of giving the child or student, within the limits of what is practicable, the greatest possible opportunity to benefit from the education process. The right placement for a child with a serious disability can only be determined after careful assessment by competent professionals and in close consultation with his or her parents.

'Recorded' Children

A minority of the children with special educational needs – those with more serious difficulties – would be the subject of a more formal 'record', and the education authority concerned would make special arrangements for the child's education and keep it under formal review. 'Recording' would include professional assessments of the medical, psychological and educational aspects of the child.

Parents of children aged two or over would be required to submit their child for any necessary examinations, and would have the right to request that an assessment be made. The education authority would have to meet their request unless it was unreasonable. Parents would have the right to attend examinations, and to see and comment on the 'record'; however, authorities would not be obliged to give parents access to the professional reports. The 'record' would be subject to annual review.

Other Proposals

It is proposed to retain the present system of maintained and non-maintained special schools; to add a new category of independent schools which would be approved by the Secretary of State as suitable for the admission of 'recorded' children; to establish new arrangements governing the choice of school for 'recorded' children in relation to parents' rights; and to encourage education authorities to give priority to children with special educational needs in admissions to nursery schools and classes. The Government recommends that special attention should be given to developing teachers' skills in recognising the characteristics of children with special needs. It also emphasises the need for careers education and guidance in the later years of compulsory schooling and the importance of the careers service.

[1] *Special Needs in Education.* Cmnd 7996. HMSO, £1·75. ISBN 0 10 179960 8.

[2] *Special Educational Needs in Scotland.* Cmnd 7991. HMSO, £1·25. ISBN 0 10 179910 1.

'Open Channel' Radio

A system of personal radio communication, which in Britain is to be known as 'Open Channel', is the subject of a Government discussion document.[1]

In recent years interest has been growing in the provision of a portable two-way radio speech facility which would be available to any individual.

[1] *Open Channel: a discussion document.* Available free from Home Office, Supply and Transport Branch, Royston Road, Caxton, Cambridge, CB2 8PN.

Such transmissions at present constitute an offence under the Wireless Telegraphy Act. The Government's view is that in the interests of personal freedom it would be right to grant facilities provided that this does not prejudice the wider public good.

Open Channel

The service which the Government is considering would have a maximum range of communication of about 15 km (10 miles) in rural areas, but considerably less in more built-up areas. It would have to avoid as far as possible the abuses which have occurred elsewhere under the title 'citizens' band' and provide an alternative service which offers a useful facility to individuals. The Government therefore considers that to continue to refer to such a service as 'citizens' band' is misleading and suggests the name 'Open Channel' is more appropriate.

Frequencies

The most common wave band used abroad for citizens' band radio is 27 MHz, but the Government is convinced for two main reasons that the use of this frequency is not appropriate in Britain. First, the band is already allocated to such uses as hospital paging systems and model control, and services outside the band – for example, broadcasting, emergency services communications, old people's alarms and aircraft landing systems – could be affected. Second, certain technical characteristics of the band make it possible to communicate over long distances, which is thought to be undesirable.

The Government has concluded that the only suitable frequency band is in the new mobile radio allocation around 900 MHz. If a frequency around 928 MHz were selected, interference with other services could be kept to a minimum. The precise frequency requires some further study to ensure that meteorological and aircraft services at higher frequencies would not be prejudiced, although it is stressed that interference could never be completely eliminated.

Regulatory Control

The Government recognises that if a new personal radio service is to be acceptable both to enthusiasts and the general public it must be neither too expensive nor excessively regulated. The proposal is therefore to combine the simplest possible licensing system with limited technical control. The licensing system would be flexible, simply authorising a named user, or a person acting with permission, or a person who had hired the equipment, to use Open Channel. Revocation of a licence would offer a form of sanction, short of prosecution, against deliberate illegal use. Licences would be renewable annually, and unlicensed transmissions would constitute an offence. The technical requirements would cover such matters as the modulation system, the power and frequency stability of the transmitter, and spurious radiation causing interference.

The introduction of Open Channel would involve the preparation of specifications for equipment, and the introduction of computer equipment and the setting up of administrative arrangements for licensing.

DOCUMENTATION

Government and Administration

Northern Ireland Parliamentary Commissioner for Administration. Annual Report for 1979. HMSO, £3·50. ISBN 0 10 262580 8.

Northern Ireland Commissioner for Complaints. Annual Report for 1979. HMSO, £4·50. ISBN 0 10 262680 4.

Proposals for a Code of Civic Government in Scotland. A consultation paper outlining proposals for legislation to create a new code of civic government to replace the Burgh Police Acts and certain local statutory provisions which expire in 1982. Cmnd 7958. HMSO, £3·25. ISBN 0 10 179580 7.

Tables of Persons acquiring Citizenship of the United Kingdom and Colonies 1979. In 1979, 29,500 persons were granted citizenship – 24,586 in the United Kingdom and 4,914 in countries overseas – compared with a total of 28,527 in 1978. Cmnd 7998. HMSO, £1·50. ISBN 0 10 179980 2.

External Affairs and Defence

Britain's Overseas Relations. COI, No 1/RP/80.

Afghanistan: the Soviet Invasion and its Consequences for British Policy. Fifth Report from the House of Commons Foreign Affairs Committee, Session 1979-80. HMSO, £9·40. ISBN 0 10 027459 5.

Commonwealth Development Finance Company Limited 1980. Twenty-seventh annual report and accounts. Available free from CDFC, Colechurch House, 1 London Bridge Walk, London SE1 2SS.

Economic and Scientific Affairs

Bankruptcy. General Annual Report for the year 1979. Department of Trade. HMSO, £3. ISBN 0 11 512394 6.

Northern Ireland: Financial Statement 1980-81, together with the Outturn Statements of Revenue and Expenditure for 1979-80. HMSO, Belfast, £1·50. ISBN 0 337 23327 6.

Monetary Control. Third Report from the House of Commons Treasury and Civil Service Committee, Session 1979-80.

Vol I. Report. This very brief report gives the Committee's preliminary views on questions concerning the techniques of short-term monetary control. It is published, together with the evidence the Committee has received on the Monetary Control Green Paper (see pp 131-2 and below), as a contribution to the present debate on the subject. HMSO, £1. ISBN 0 10 008789 2.

Vol II. Appendices. Five memoranda on the Green Paper, submitted to the Committee. HMSO, £2·50. ISBN 0 10 008679 9.

Memoranda on Monetary Policy. House of Commons Treasury and Civil Service Committee. Nineteen memoranda on the Green Paper (see above), submitted to the Committee. HMSO, £5. ISBN 0 10 027209 6.

United Kingdom Balance of Payments. 1980 Edition (see p 274). HMSO, £7. ISBN 0 11 630777 3.

Insurance Business Annual Report 1979. HMSO, £3. ISBN 0 10 512490 X.

The Role of the Welsh Office and Associated Bodies in Developing Employment Opportunities in Wales. First Report from the House of Commons Committee on Welsh Affairs, Session 1979-80.

Vol 1. Report. HMSO, £2·50. ISBN 0 10 008739 6.

Vol 2. Minutes of Evidence and Appendices HMSO, £14·30. ISBN 0 10 008699 3.

Health and Safety Commission Report 1979-80. HMSO, £3·25. ISBN 0 11 883275 1.

Health and Safety: Manufacturing and Service Industries 1978. HMSO, £3·50. ISBN 0 11 883261 1.

Standing Commission on Pay Comparability. Report No 9: General Report (see p 278). Cmnd 7995. HMSO, £2·50. ISBN 0 10 179950 0.
Report No 10: Local Authority Building Workers. Cmnd 8014. HMSO, £3·30. ISBN 0 10 180140 8.

National Gas Consumers' Council. Annual Report 1979-80. Available free from the Council at Estate House, 130 Jermyn Street, London, SW1Y 4UJ. ISBN 0 904409 06 6.

Companies in 1979. Department of Trade. HMSO, £3. ISBN 0 11 512959 6.

Handbook of the Companies Inspection System. Department of Trade. Describes the purposes of and procedures used in company investigations, together with a historical outline and information on the appointment of inspectors. HMSO, £3. ISBN 0 11 512976 6.

Agriculture in Britain. COI, No 55/RP/80.

Post Office Report and Accounts 1979-80 (see p 277). Contains the accounts and the Chairman's statement. HMSO, £1. ISBN 0 11 886015 1. More detailed information on telecommunications activities is given in *Extracts from Post Office Accounts and Report of Post Office Telecommunications 1979-80.* HMSO, £1. ISBN 0 11 886016 X. Further information on postal and National Girobank services is given in *Extracts from Post Office Accounts and Reports of Posts, National Girobank and Postal Orders 1979-80.* HMSO, £1. ISBN 0 11 886017 8.

Convention on the Unification of Certain Points of Substantive Law on Patents for Invention. The convention entered into force on 1 August 1980; Britain's instrument of ratification was deposited in 1977. Cmnd 8002. HMSO, £1. ISBN 0 10 180020 7.

Electric Vehicles. First Report from the House of Lords Select Committee on Science and Technology, Session 1979-80. HMSO, £6·90. ISBN 0 10 435280 9.

Research and Development. Research and development (R and D) expenditure in Britain in 1978 totalled about £3,250 million, or 2 per cent of gross domestic product, according to an article in the July 1980 issue of *Economic Trends* (HMSO, £6·45, ISBN 0 11 726025 8). About half of this expenditure is financed by central government. An article giving more detailed information (by sector) on industrial expenditure and employment on R and D is given in the 8 August 1980 issue of *British Business* (HMSO, 75p, ISBN 0 11 726102 5).

The Third London Airport. Report by a Working Group of the Noise Advisory Council. HMSO, £2·25. ISBN 0 11 751474 8.

Cadmium in the Environment and its Significance to Man (Pollution Paper No 17). HMSO, £3·50. ISBN 0 11 751475 6.

Social and Cultural Affairs

The Structure and Management of the National Health Service in Wales (see pp 257-8). The document sets out preliminary conclusions on the structure and management of the National Health Service in Wales following consultations. HMSO, £4·50. ISBN 0 11 790149 0.

Department of Education and Science, Annual Report 1979. HMSO, £4. ISBN 0 11 270527 8.

Special Needs in Education (see p 281). Cmnd 7996. HMSO, £1·75. ISBN 0 10 179960 8.

Special Educational Needs in Scotland (see p 281). Cmnd 7991. HMSO, £1·25. ISBN 0 10 179910 1.

Government Observations on the First Report from the Education, Science and Arts Committee. The Government's reply to the Committee's report 'The Funding and Organisation of Courses in Higher Education: Interim Report on Overseas Student Fees'. Cmnd 8011. HMSO, £1. ISBN 0 10 180110 6.

Overseas Student Fees: Aid and Development Implications. Government Observations on the Report of the Sub-Committee on Overseas Development of the Select Committee on Foreign Affairs. Cmnd 8010. HMSO, £1·25. ISBN 0 10 180100 9.

Open Channel: a discussion document (see p 281). Available free from Home Office, Supply and Transport Branch, Royston Road, Caxton, Cambridge CB2 8PN.

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